



CITY COMMUNITY SERVICES AND CULTURE COMMITTEE

Agenda and Reports

for the meeting on

Tuesday, 7 October 2025

at 6.00 pm

in the Colonel Light Room, Adelaide Town Hall

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Our Adelaide.
Bold.
Aspirational.
Innovative.

CITY COMMUNITY SERVICES AND CULTURE COMMITTEE
Meeting Agenda, Tuesday, 7 October 2025, at 6.00 pm

Members – The Right Honourable the Lord Mayor, Dr Jane Lomax-Smith

Deputy Lord Mayor, Councillor Snape (Chair)

Councillor Giles (Deputy Chair)

Councillors Abrahamzadeh, Cabada, Couros, Davis, Freeman, Maher, Martin, Noon and Dr Siebentritt

Agenda

Item	Pages
1. Acknowledgement of Country	
At the opening of the City Community Services and Culture Committee meeting, the Chair will state:	
‘Council acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.	
And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.’	
2. Apologies and Leave of Absence	
Leave of Absence -	
Councillors Cabada, Giles and Siebentritt	
3. Confirmation of Minutes - 2/9/2025	
That the Minutes of the meeting of the City Community Services and Culture Committee held on 2 September 2025, be taken as read and be confirmed as an accurate record of proceedings.	
View public 2 September 2025 Minutes.	
4. Declaration of Conflict of Interest	
5. Deputations	
6. Presentation	
6.1 Beach Volleyball Facility – Bonython Park / Tulya Wardli (Park 27)	3 - 16
7. Reports for Recommendation to Council	
7.1 Beach Volleyball Facility – Bonython Park / Tulya Wardli (Park 27)	17 - 29
8. Workshops	
8.1 Community Wellbeing Strategy	30 - 47
8.2 Park Lands Leasing and Licencing Policy	48 - 64
9. Reports for Noting	
Nil	
10. Closure	

Beach Volleyball Facility – Bonython Park / Tulya Wardli (Park 27)

Strategic Alignment - Our Community

Public

Tuesday, 7 October 2025

**City Community Services and
Culture Committee**

Presenter:

Karla Della Pietra, CEO
Volleyball SA

PURPOSE OF PRESENTATION

This presentation is for Volleyball South Australia to provide information about their proposal to establish a Beach Volleyball Facility in Bonython Park / Tulya Wardli (Park 27).

KEY QUESTIONS

Do Council Members have any questions for Volleyball South Australia relating to their proposal to establish a Beach Volleyball Facility in Bonython Park / Tulya Wardli (Park 27)?

- END OF REPORT -



BONYTHON PARK

BEACH VOLLEYBALL



VOLLEYBALL IN SA

Peak body for Volleyball in SA - Not for profit state sporting organisation

35,000 people play Volleyball in SA each year

Volleyball is one of the most gender equal sports in the world

For the first time in history, Australia is about to host the Beach Volleyball World Championships in November 2025, in Adelaide (The Drive & Pinky Flat)



HERE TO PLAY



PURPOSE

We are seeking City Community Services and Culture Committee support, and subsequently Council approval, to relocate Adelaide City Beach to Bonython Park/Park 27.



UPDATE

Kadaltilla endorsed their support for a beach volleyball facility at Bonython Park

And requested that the Administration undertake work with Volleyball SA for a siting and contextual analysis on the most appropriate location within Bonython Park.

Additionally, to present the detailed design of the Beach Volleyball site at the first meeting of Kadaltilla in 2026.

Volleyball SA have formally requested funding for the project

With the hopes to align a funding and site usage announcement in the lead up to the Beach Volleyball World Championships. Ideally this would be the weeks leading up to the World Championships in mid-late October or early November 2025.

BACKGROUND

Volleyball SA leased the Adelaide City Beach location (corner Frome and Pirie St) from 2001 until its closure in 2022.

We have since been looking for a replacement.

During lease negotiations, in May 2021, the City of Adelaide conditionally approved Bonython Park as a suitable site for the City Beach relocation. Conditions included obtaining sufficient funding for the project.

Following the election of a new Council in 2022, the Office for Recreation, Sport and Racing requested that Volleyball SA seek renewed Council approval for the project.

Before its closure, Adelaide City Beach welcomed 1,000+ weekly participants - a thriving community we aim to rebuild and grow.

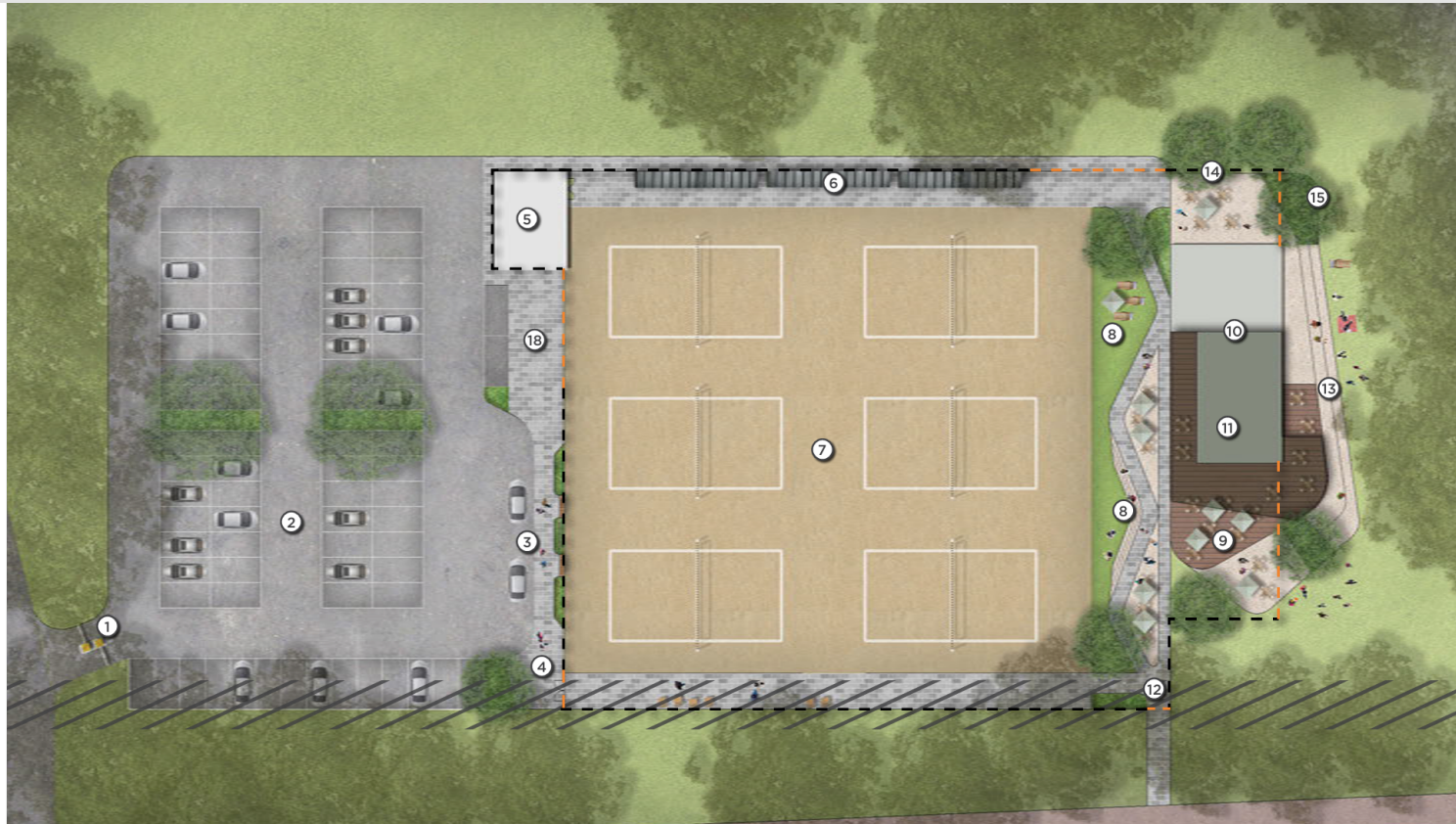


MASTERPLAN VERSION 1

In 2022, we presented our original master plan featuring six international-sized beach volleyball courts, a venue manager's office (1-2 staff), a café serving both the public and venue users, and a terrace for premium viewing.

LEGEND

1. Vehicle entrance to car park with boom gate for traffic management
2. Car park (approx 75 car spaces)
3. Coach/ drop off area
4. Entrance from carpark
5. Maintenance shed
6. Covered tiered grandstand
7. 6 x National Standard Beach Volleyball Courts
8. Tiered seating & lawn space
9. Decking with outdoor dining & seating
10. Volleyball SA Building (refer next page for detail)
11. Rooftop terrace for events
12. Main entrance
13. Terraced seating
14. Visually permeable fencing with retractable gates
15. New landscaping and trees

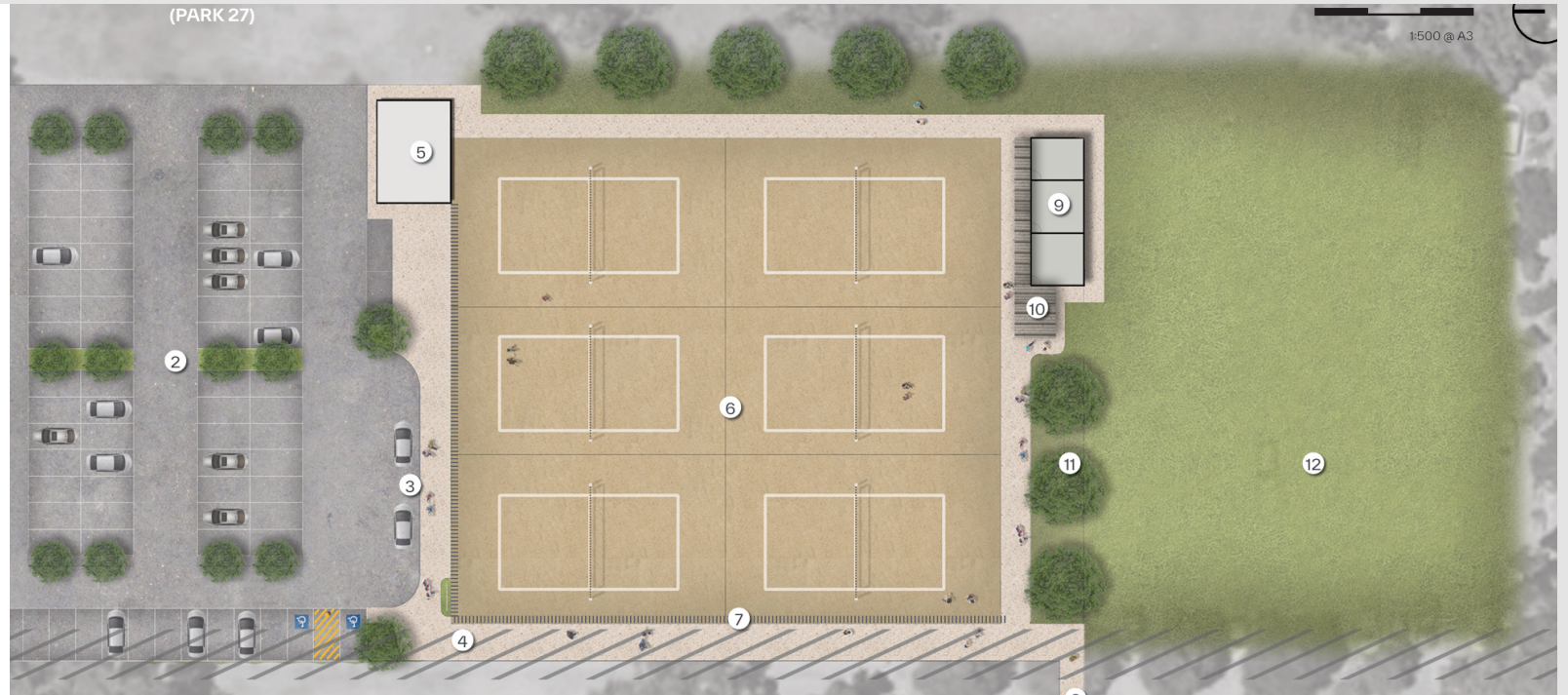


MASTERPLAN VERSION 2

The revised masterplan now features a scaled back built form, from 488sqm of total proposed floor space, to 70sqm.

From 340 existing car parks to 70 car parks.

1. Vehicle entrance to car park with boom gate for traffic management
2. Car park (approx 70 car spaces with DDA compliant spaces)
3. Coach pick up drop off area
4. Entrance from carpark
5. Maintenance shed and storage
6. 6 x National Standard Beach Volleyball Courts
7. Ball containment netting to Port Road and carpark (3.0-3.6m high)
8. Pedestrian path connection to Livestrong Pathway and Port Road
9. Toilet and changerooms facilities including ambulant amenities
10. 4x4m undercover area for VSA staff and players during competition (power provision from external wall of building)
11. New tree planting
12. Remediation of existing asphalt to lawn (return to Park Lands area)



OPPORTUNITIES



- ✓ Integrate the facility into the fabric of the parklands by reflecting the existing character and creating an interface with the wider park.
- ✓ Retain trees
- ✓ Create strong connections to adjacent public transport
- ✓ Create a destination for the public as well as those playing Beach Volleyball and other activity/sports
- ✓ Support connection between new suburb (Southwark), new Women's and Children's Hospital, Golf Course and public transport
- ✓ **Site provides ample room for required facilities with 1/3 of the site proposed to return to Park Lands/green space**



THE SITE

The site is a bitumised hardstand, informally used as a car park with capacity for approximately 340 vehicles. Right now, it is designated as an SA Water site for the new Women's and Children's Hospital, and this has been factored into our planning and project timelines.

No vegetation will be disturbed during our project

We have undertaken an engineering site analysis which found:

- No contamination risks in the top 1.0m of soil
- Soil reuse onsite is safe
- Bitumen to be responsibly recycled

Volleyball SA is committed to incorporating natural elements into the design and will work closely with Kadaltilla on landscaping that reflects Kaurna connection to land and enhances biodiversity.



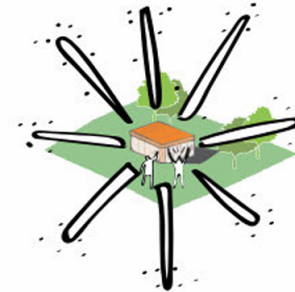
ENVIRONMENTAL SUSTAINABILITY

Our designs consider the 6 design principles as found in the Adelaide Park Lands Building Design Guidelines

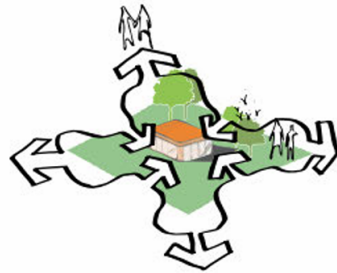
1
Celebrate the quality, identity and cultural heritage of the Park Lands



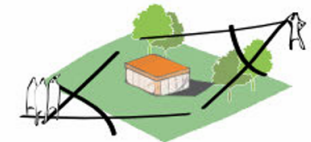
4
Be design exemplars



2
Apply a "whole of park" approach



5
Balance the visual impact of built form within the Park Lands



3
Activate the Park Lands



6
Design with sustainability and longevity in mind



STRATEGIC ALIGNMENT

Adelaide Park Lands Management Strategy Towards 2036

Goal 1 — Places and Spaces

Strategies

The Adelaide Park Lands are a place to meet and enjoy diverse experiences

The Adelaide Park Lands will host diverse events, from small to large, in more places more often

The Adelaide Park Lands are Adelaide's hub for sport and recreation

- ✓ Integrates with the surrounding areas, including the new Women's and Children's Hospital, Southwark, natural elements of Bonython Park/Park Lands
- ✓ Provides a safe and accessible space within the Park Lands for flexible community use
- ✓ Increases green spaces by remediating one third to Park Lands
- ✓ Ability to host small to large events from international, national and local level Beach Volleyball, to other events like film festivals and other beach sports
- ✓ Encourages outdoor recreation and sport
- ✓ Sets the Adelaide Park Lands apart and promotes the Park Lands as a visitor and tourist destination



STRATEGIC ALIGNMENT

OUR ADELAIDE. OUR FUTURE.

City Plan -



A Greener and Cooler City

Environmental sustainability is a cornerstone of City Plan with a focus on increasing green spaces and streets throughout the city and the Adelaide Park Lands supported by water sensitive urban design principles.



Transport Diversity

The City Plan emphasises the importance of a well-connected and efficient transportation network, with a focus on mode shift to active transport and greater transport diversity.



A City of Neighbourhoods

As a city of neighbourhoods, the City Plan will prioritise the enhancement of the many individual identities and places within the broader city fabric and embed place-based objectives for growth.



Housing Diversity for a Growing Population

The City Plan supports diversity in housing options, neighbourhood design and will cater to a range of needs and demographics including the missing middle of housing.

- ✓ Increases green space
- ✓ Decreases car parks and hardstand
- ✓ Provides a diverse public space to support growing population
- ✓ Increases community infrastructure throughout the western side of the city
- ✓ Easily accessible community infrastructure, accessible by public transport, walking, cycling
- ✓ Provides quality open space, recreation and sporting facilities





HERE TO PLAY

Beach Volleyball Facility – Bonython Park / Tulya Wardli (Park 27)

Strategic Alignment - Our Community

Public

Tuesday, 7 October 2025

City Community Services and Culture Committee

Program Contact:

Jennifer Kalionis, Associate Director City Culture

Approving Officer:

Jo Podoliak, Director City Community

EXECUTIVE SUMMARY

The purpose of the report is to confirm the approval of Council Members for the repurposing of a section of the former netball courts in Bonython Park / Tulya Wardli (Park 27) into beach volleyball courts and changeroom facilities. The report describes how a landscape design for several elements in Park 27 will provide an opportunity to enhance the broader park setting.

This matter was previously approved by Council in 2021.

Volleyball SA (VSA) has developed an updated City Beach Concept Plan for the site, incorporating feedback to date. The Concept Plan contains six courts, retractable netting and changerooms, and presents an opportunity to deliver on the Adelaide Park Lands Management Strategy and the CoA's 2024-2028 Strategic Plan by:

- creating an active and welcoming Park Lands urban address
- enabling community-led wellbeing and physical activity opportunities
- remediating an existing hardstand area
- reducing the extent of car parking on Park Lands.

VSA has indicated that the State Government, via the Office for Recreation, Sport and Racing (ORSR), is willing to progress funding discussions but requires confirmation of Council's previous approval.

This matter was considered by Kadaltilla / Adelaide Park Lands Authority on 18 September 2025.

Kadaltilla noted the previous decision of Council approving the repurposing of a section of the former netball courts in Bonython Park / Tulya Wardli (Park 27b) into a beach volleyball facility.

Kadaltilla noted that since Council's original approval, there have been significant changes impacting Park 27, including the New Women's and Children's Hospital, the Southwark Development, and the North Adelaide Public Golf Course project. These developments have increased the need for a coordinated planning approach within the precinct.

Based on the timeline associated with a Master Plan, a site specific plan and contextual analysis is recommended as per Kadaltilla advice for the proposed site and concept, which would then be built into a Master Plan.

Kadaltilla endorsed continued support for a beach volleyball facility on Bonython Park / Tulya Wardli (Park 27), noting the above considerations.

RECOMMENDATION

The following recommendation will be presented to Council on 14 October 2025 for consideration

THAT THE CITY COMMUNITY SERVICES AND CULTURE COMMITTEE RECOMMENDS TO COUNCIL THAT COUNCIL

1. Notes the previous decision of Council approving the repurposing of a section of the former netball courts in Bonython Park / Tulya Wardli (Park 27) into a Beach Volleyball Facility.

2. Notes the significant change in impacts to Bonython Park / Tulya Wardli (Park 27) since that decision, including the New Women's and Children's Hospital, Southwark Development and the North Adelaide Public Golf Course projects and the impact they will have on Park 27 including the former netball courts.
 3. Notes that the Administration will undertake work with Volleyball SA for a siting and contextual analysis on the most appropriate location for City Beach and further reports on the management and detailed design of City Beach as the project progresses, for presentation in early 2026.
 4. Approves the former netball courts in Bonython Park / Tulya Wardli (Park 27) being repurposed into a Beach Volleyball Facility as per the City Beach Concept Plan for Bonython Park / Tulya Wardli (Park 27) as contained in Attachment A to Item 7.1 on the Agenda for the meeting of the City Community Services and Culture Committee held on 7 October 2025.
-

IMPLICATIONS AND FINANCIALS

City of Adelaide 2024-2028 Strategic Plan	Strategic Alignment – Our Community This project aligns with the City of Adelaide 2024-2028 Strategic Plan; in particular, ‘Enable community-led services which increase wellbeing, social connections and participation in active lifestyles, leisure, recreation and sport’.
Policy	<u>Adelaide Park Lands Management Strategy – Towards 2036</u> This project supports multiple strategies and actions, including: 1.8 – ‘Strengthen the role of the Adelaide Park Lands as a regional destination for competitive sport and a variety of active and passive forms of recreation’. 2.11 – ‘Where appropriate, return car parking on the Adelaide Park Lands to a Park Lands Purpose and consider temporary uses of existing car parking to provide greater community benefit.’ Bonython Park Precinct – ‘Investigate the removal of the former netball courts and return to a Park Lands Purpose’. <u>Park Lands Leasing and Licensing Policy</u> A proposed Park Lands Community Lease Agreement for Volleyball SA (VSA) to occupy the site in Bonython Park / Tulya Wardli (Park 27) will be negotiated in accordance with the Adelaide Park Lands Leasing and Licensing Policy.
Consultation	The site in Park 27 was selected in consultation with VSA. Public consultation will occur on the proposed Park Lands Community Lease Agreement.
Resource	This project will be managed within existing resources.
Risk / Legal / Legislative	Site impacts will be considered and managed through the design process to ensure the Beach Volleyball Facility is integrated into the existing landscape of Park 27.
Opportunities	Enhancing the broader park setting, including Kaurna culture, greening, connectivity, and integration with the Beach Volleyball Facility and the new Women’s and Children’s Hospital, SAPOL Mock Roadway and public art, is an opportunity.
25/26 Budget Allocation	Not as a result of this report
Proposed 26/27 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	The assets created through the establishment of the Beach Volleyball Facility will be owned by VSA for the life of the lease agreement.
25/26 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	No funding is requested of the City of Adelaide as a result of this proposal. VSA proposes to seek government funding for the entire project, including all site remediation costs.

DISCUSSION

Background

1. City Beach was a four-court Beach Volleyball Facility formerly located on the corner of Pirie Street and Frome Street. Until its closure in 2022, Volleyball SA (VSA) operated the facility for over twenty years through a lease arrangement with the City of Adelaide (CoA).
2. On 28 January 2021, Council resolved:
'That Council:
 1. *Works with Volleyball South Australia to secure a new location for Volleyball within the City of Adelaide.*
 2. *Provides in principle approval, as landlord, for a relocation by Volleyball South Australia to a site within the Park Lands.*
 3. *Seeks to ensure the new location will:*
 - a. *Be visible from a key road.*
 - b. *Be within walking distance to corporate businesses/universities/schools.*
 - c. *Be in an area where music will not disturb neighbours.*
 - d. *Have access to free carparking.*
 - e. *Have the ability to access the area with vehicles to replenish sand/delivery of stock.*
 4. *Requests the Lord Mayor write to the Minister for Recreation, Sport and Racing seeking funding to support a relocation.'*
3. The letter referred to in Part 4 of the 28 January 2021 decision is shown at [Link 1](#).
4. Working with the site criteria agreed by Council and in consultation with VSA, Administration investigated multiple Park Lands sites and concluded that the former netball courts in Bonython Park / Tulya Wardli (Park 27) was the most suitable site for establishing a new Beach Volleyball Facility.
5. On 11 May 2021, following presentation of a [report](#) to The Committee (page 10 of the Agenda), Council resolved:
'That Council:
 1. *Approves a section of the former netball courts in Bonython Park/Tulya Wardli (Park 27) being repurposed into a beach volleyball facility as per the City Beach Site Plan for Bonython Park/Tulya Wardli (Park 27) shown in Attachment A to Item 10.2 on the Agenda for the meeting of the Council held on 11 May 2021, subject to:*
 - 1.1. *Volleyball SA receiving sufficient funding to complete the project;*
 - 1.2. *further consideration of consolidating existing and proposed amenities where practical, to service use of the entire park;*
 - 1.3. *a significant portion of the area returned to greenspace; and*
 - 1.4. *landscaping integrated with the beach volleyball facility.*
 2. *Authorises the Chief Executive Officer to write to Volleyball SA stating Council's intention to enter into direct lease negotiations with them for the enhancement and occupation of the former netball courts in Bonython Park/Tulya Wardli (Park 27) to enable them to seek funding, noting the exceptional circumstances to operate outside of the City of Adelaide Park Lands Leasing and Licensing Policy determined by the decision of Council on 28 January 2021.'*
6. VSA has indicated that the State Government, via the Office for Recreation, Sport and Racing (ORSR), is willing to progress funding discussions. However, it requires confirmation that CoA will honour the previous approval.

Site Context

7. The former netball courts occupy an area of approximately 7,500sqm and have been used predominantly for free car parking since 1997, with an estimated capacity of 340 vehicles.
 - 7.1. The proposed concept plan would reduce the number of car parks at the site from the existing 340 to an estimated 70 car parks.

8. The site has some constraints, including uneven ground, underground services, and a deteriorating bitumen surface, as shown at [Link 2](#).
9. Since 5 May 2025, SA Water has occupied the site on behalf of the new Women's and Children's (nWCH) Hospital Project. It is anticipated that the site will be occupied by SA Water until the end of 2025.

Beach Volleyball Concept Plan

10. VSA has developed an updated City Beach Concept Plan for the site in Park 27, as shown in **Attachment A**.
11. The Concept Plan contains minimal built form, retractable netting and presents an opportunity to deliver on the Adelaide Park Lands Management Strategy and the CoA's 2024-2028 Strategic Plan by:
 - 11.1. creating an active and welcoming urban address to Park 27 with public transport and active transport links
 - 11.2. enabling a community sports association to provide services to support social connections and community participation in physical activity
 - 11.3. remediating a significant portion of existing hardstand area
 - 11.4. reducing the extent of car parking on Park Lands.
12. Site impacts will be considered and managed through the design process to ensure the Beach Volleyball Facility is integrated into the existing landscape of Park 27.
13. A landscape design for several elements in Park 27 will provide an opportunity to enhance the broader park setting, including Kaurna culture, greening, public art, events, connectivity, and integration with the Beach Volleyball Facility and the new Women's and Children's Hospital, Bonython Park Kiosk, SAPOL Mock Roadway, and active transport links, including the Park Lands Trail and Tram.

Kadaltilla / Adelaide Park Lands Authority

14. This matter was considered by Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) on 18 September 2025. Kadaltilla advised Council that the Board:
 1. *Notes the previous decision of Council approving the repurposing of a section of the former netball courts in Bonython Park / Tulya Wardli (Park 27) into a beach volleyball facility.*
 2. *Notes the significant change in impacts to Bonython Park / Tulya Wardli (Park 27) since that decision, including the New Women's and Children's Hospital, Southwark Development and the North Adelaide Public Golf Course projects and the impact they will have on Park 27 including the former netball courts.*
 3. *Endorses continued support for a beach volleyball facility on Bonython Park / Tulya Wardli (Park 27).*
 4. *Notes the City Beach Concept Plan for Bonython Park / Tulya Wardli (Park 27) shown in Attachment A as contained in Item 5.3 on the Agenda for the meeting of the Board of Kadaltilla / Adelaide Park Lands Authority held on 18 September 2025.*
 5. *Requests that the Administration undertake work with Volleyball SA for a siting and contextual analysis on the most appropriate location for City Beach and further reports on the management and detailed design of City Beach as the project progresses, for presentation to the first meeting of Kadaltilla in 2026.*
 6. *Requests a Master Plan of Bonython Park / Tulya Wardli (Park 27) be prepared in alignment and context with the Adelaide Park Lands Management Strategy and the relevant Community Land Management Plan subject to the City of Adelaide quarterly budget review processes and/or annual budget process.*

Next Steps

15. Subject to Council confirming approval for the repurposing of a section of the former netball courts in Park 27 into a Beach Volleyball Facility, Administration will write to VSA advising so.
16. VSA will finalise the City Beach Concept Plan by incorporating any additional feedback from Kadaltilla and Council and continue to engage with the State Government regarding funding.
17. The final Concept Plan and siting and contextual analysis will then be presented to Kadaltilla and the City Services and Culture Committee in February 2026 and March 2026 respectively.
18. When funding for the facility is secured, a draft Park Lands Community Lease Agreement will be presented to Kadaltilla and Council.

19. A Master Plan of Bonython Park / Tulya Wardli (Park 27) will be prepared subject to CoA quarterly budget review processes and/or annual business plan and budget process.
-

DATA AND SUPPORTING INFORMATION

Link 1 – Letter from the Lord Mayor to the Minister for Recreation, Sport and Racing

Link 2 – Existing Site Conditions in Bonython Park / Tulya Wardli (Park 27)

ATTACHMENTS

Attachment A – City Beach Concept Plan – Bonython Park / Tulya Wardli (Park 27)

- END OF REPORT -



Volleyball South Australia

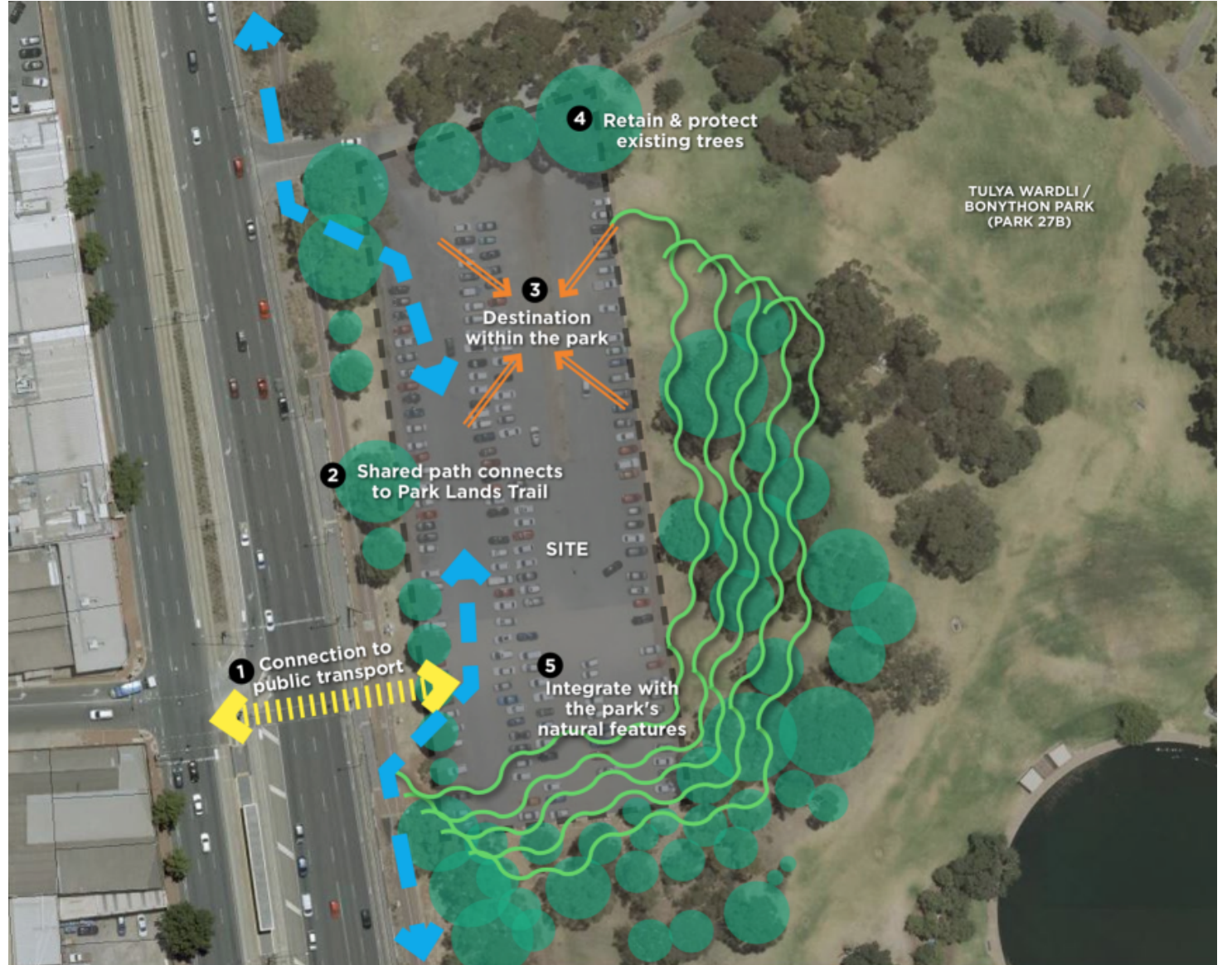
City Beach Concept Plan

Bonython Park / Tulya Wardli (Park 27)

Site Context



Opportunities



Design Considerations



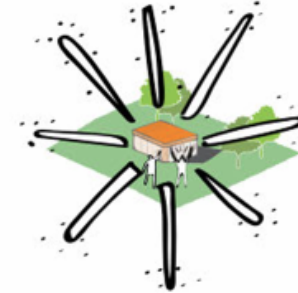
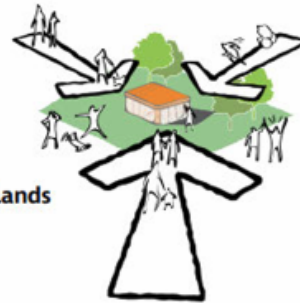
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Celebrate the quality, identity and cultural heritage of the Park Lands



2
Apply a "whole of park" approach



3
Activate the Park Lands



4
Be design exemplars

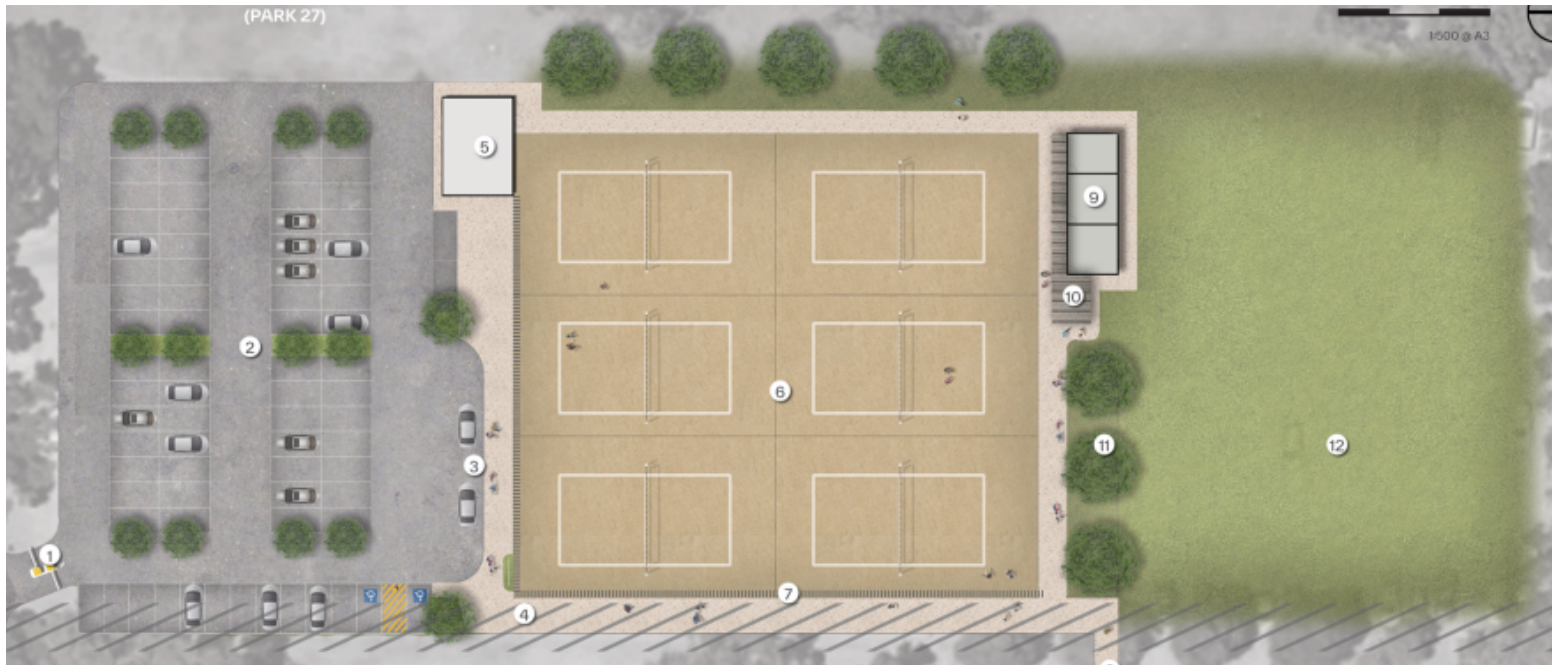
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Balance the visual impact of built form within the Park Lands



6
Design with sustainability and longevity in mind

Concept Design

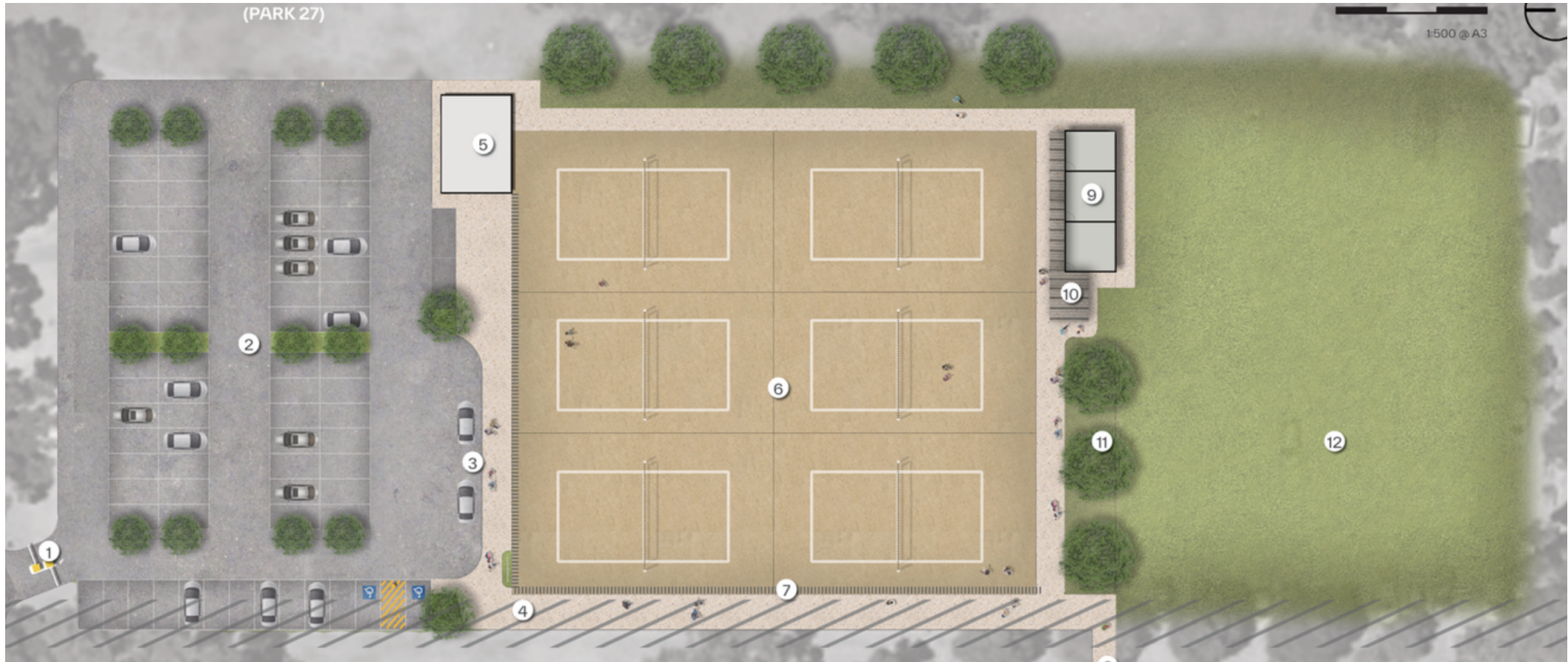
City Beach



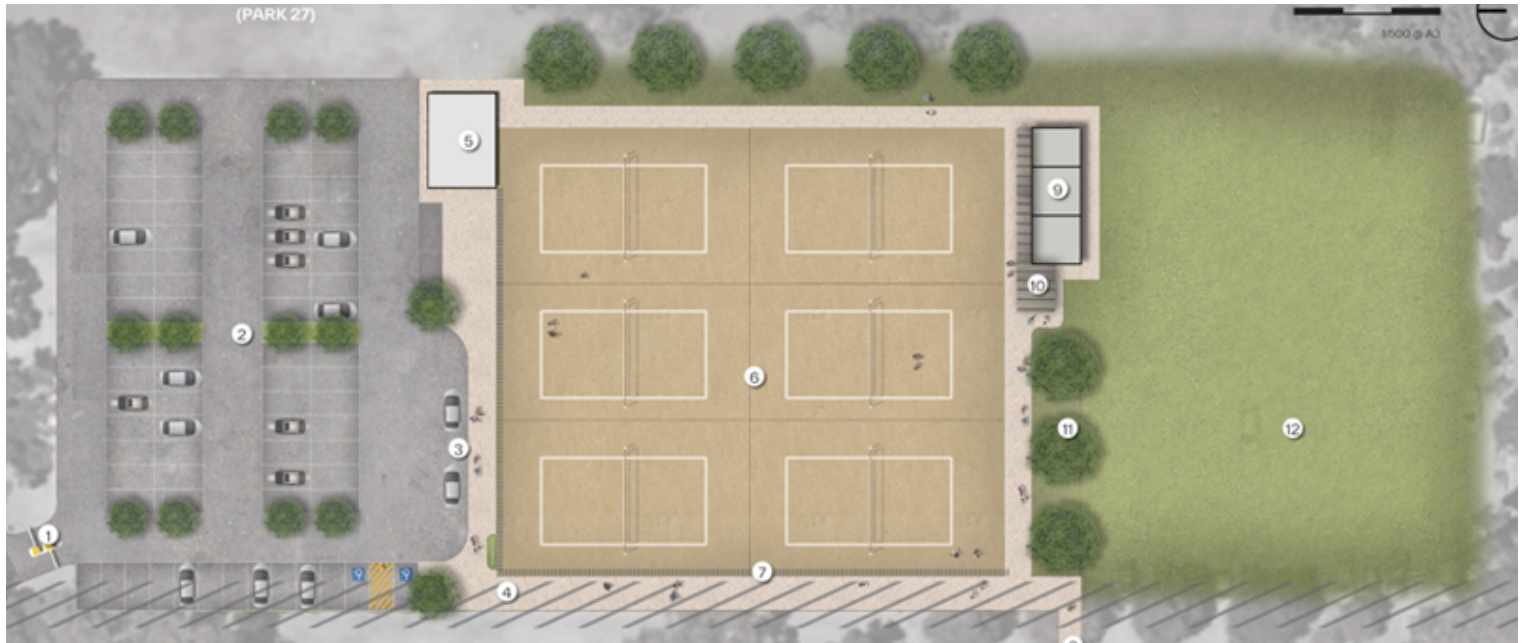
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Concept Design

City Beach



Concept Design City Beach



Community Wellbeing Strategy

Strategic Alignment - Our Community

Public

Tuesday, 7 October 2025

City Community Services and
Culture Committee

Presenter:

Jennifer Kalionis,
Associate Director, City Culture

PURPOSE OF WORKSHOP

The purpose of this workshop is to confirm our approach to the development of the Community Wellbeing Strategy for the City of Adelaide (CoA). The CoA Strategic Plan 2024-2028 outlines a commitment to develop a Community Wellbeing Plan by 2026, review the Active City Strategy by 2025, and review the Wellbeing (Public Health) Plan by 2026 (legislated requirement).

At its meeting on 14 November 2023, Council approved the development of a Community Development Strategy and implementation plan to support the delivery of an impactful community development approach in this term of Council.

At its meeting on 13 February 2024 Council noted the Community Development Discussion Paper ([Link](#)) which identified key challenges that the CoA needs to consider to ensure residents are well and living connected lives as members of a diverse community and support the population growth target of 50,000 residents by 2036.

The Community Wellbeing Strategy will be developed this financial year providing an approach to meet several of the Strategic Plan 2024-2028 objectives and foster a vibrant, connected and inclusive community.

The workshop presentation outlines current and emerging challenges impacting community wellbeing and influencing policy developments, and outlines CoA's role.

An overview of the timeline is outlined as well as draft strategic themes including:

- Lifelong Learning
- Safe Places
- Sport and Active Recreation
- Community Resilience
- Social Inclusion
- Active Citizenship.

These strategic themes align with national and international wellbeing policies and frameworks and will be tested with community during consultation.

The Community Wellbeing Strategy will provide a framework and align CoA community services and future partnerships, assist us in responding to changing capital city needs and enable effective service delivery for our community at priority group (population) and neighbourhood (place) levels.

KEY QUESTIONS

What are Council Members' views on the draft strategic themes?

Are there other stakeholders who should be consulted?

Is there anything else Administration should consider?

Our Community

Community Wellbeing Strategy Workshop

A workshop to confirm the approach to the
development of the Community Wellbeing Strategy.

City Culture
Jennifer Kalionis

1.1 Strategic Context - Current

- The [City of Adelaide Strategic Plan 2024-2028](#) outlines three targets within the Our Community and Our Places strategic pillars related to community wellbeing.
- In addition, on 13 February 2024, Council approved the preparation of a Community Development Strategy and Implementation Plan to support the delivery of an impactful Community Development approach this term of Council.
- Through the **Community Wellbeing Strategy**, we propose to consolidate the Active City Strategy, Community Wellbeing Plan and Community Development Strategy. We have a legislative requirement to develop a standalone Public Health Plan.

Target	Outcome
Review the Active City Strategy by 2025.	Our Community: An interesting and engaging place to live, learn and visit
Develop a Community Wellbeing Plan by 2026.	
Review the Wellbeing (Public Health) Plan by 2026.	Our Places: Create safe, inclusive and healthy places for our community

Workshop Session – Key Questions

What are Council Members' views on the draft strategy themes?

- Lifelong learning
- Safe places
- Sport and active recreation
- Community resilience
- Social inclusion
- Active citizenship

Stakeholder Engagement

Are there additional stakeholders we should include in our targeted engagement?

Is there anything else we should consider?

1.2 Strategic Context – Proposed Approach

The three CoA Strategic Plan goals for community wellbeing fit together and will be aligned under the overarching Community Wellbeing Strategy, guided by community development principles.

The Public Health Plan 2026-2030 is a State Government legislative requirement.

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Contributing Policy:

- Cultural Policy
- Community Facilities Policy and Implementation Plan
- Disability Access and Inclusion Plan
- Stretch Reconciliation Action Plan
- Homelessness Strategy
- Housing Strategy
- Integrated Transport Strategy
- Economic Development Strategy
- Safer City Policy and Action Plan

1.3 City of Adelaide's Role in Community Wellbeing



Local government plays a vital role in the broader ecosystem of community wellbeing and development, working alongside other tiers of government, community organisations, and industry to shape places, deliver services, and foster inclusive, thriving communities.

1.4 Stakeholder Analysis

Peak bodies:

Aboriginal Drug and Alcohol Council SA
 Aboriginal Health Council
 Australian Services Union SANT
 Carers SA
 Child and Family Focus
 Community Centres SA
 Community Housing Industry Association SA
 Community Legal Centres SA
 Conservation Council SA
 Council on the Ageing SA
 CREATE Foundation
 Embolden
 Grandcarers SA
 Homelessness SA
 Lived Experience Leadership and Advocacy Network
 Mental Health Coalition SA
 Multicultural Communities Council SA
 Para Quad SA
 Shelter SA
 South Australian Aboriginal Community Controlled Organisation Network
 South Australian Council of Social Service
 South Australian Financial Counsellors Association
 South Australian Network of Drug and Alcohol Services
 Volunteering SA NT
 Youth Affairs Council SA
 Wakwakurna Kanyini



1.5 Roadmap to deliver the Strategy



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- Engagement will occur with sector leaders/organisations and community members to help understand priorities and opportunities for collaboration.
- We will review CoA engagement feedback from the last 24 months and consolidate information and insights.
- Data and insights from State and Federal government policy documents relevant to the subject matter will also be reviewed.

1.6 Who is our Community?



Daily Visitors to the City
371,250 (2024)



Residents
29,118
(est.2024)



Diversity
45% born overseas inc.
China, UK, India



Housing
High density (53%)
Increasing vertical communities.
Majority live in apartments
41% lone-person household



Adelaide Park Lands visitors
10 million annually



Mobility
High rates of transient populations
Students, short-term renters, visitors



Distinct socio-economic divide
Residents aged 15 years and over
split between low and high-income earners



Young people are our main age cohort
43% of residents are aged 20-35 years

Source: [City of Adelaide | Community profile](#)

1.7 Current and Emerging Trends



Source: Collated from [Profile ID](#) and [CoA Resident Survey](#)



Source: [Flinders Wicked Problems Report - Flinders University](#)

1.8 Best Practice Benchmarks

Community Development Principles



Source: Australian Institute of Family Studies, [Australian Government \(2025\)](#)

Determinants of Health and Wellbeing



Source: [Healthy Warrnambool Plan 2021-2025](#), adapted from [The Dahlgren-Whitehead rainbow](#) (1991)

1.9 Draft Strategy Themes

Lifelong Learning	Safe Places	Sport and Active Recreation	Community Resilience	Social Inclusion	Active Citizenship
<p>Page 41</p> <p>All residents have opportunities for lifelong education, skill-building, and personal growth.</p>	<p>The community has safe, welcoming spaces that foster connection and belonging.</p>	<p>Residents enjoy improved quality of life through accessible sport, movement, and active recreation opportunities.</p>	<p>The community is connected, adaptable, and able to thrive through mutual support in times of change and challenge.</p>	<p>Adelaide is a city for everyone, where diversity is valued and everyone feels they belong.</p>	<p>People actively participate in decision-making and civic life, contributing their voices and leadership to the community.</p>

1.10 Draft Strategy Themes – Examples of Current Activities

Lifelong Learning	Safe Places	Sport and Active Recreation	Community Resilience	Social Inclusion	Active Citizenship
<p>Digital Hub</p> <p>The Adelaide City Libraries provide a Digital Hub, where people of all ages can learn, and get help with basic digital literacy skills, either in a supportive group environment, or in one-on-one sessions.</p>	<p>Community Facilities e.g. Minor Works Building Community Centre</p> <p>The facilities include meeting rooms and equipment. The community can take advantage of free Wi-Fi and public computers. Regular community and special interest groups.</p>	<p>Park Lands fitness activity permit</p> <p>Support personal and fitness trainers to conduct training in the Adelaide Park Lands and city squares.</p>	<p>Neighbour Day</p> <p>Neighbour Day is Australia's annual celebration of community, bringing together the people next door, across the street or in your neighbourhood. City of Adelaide have supported residents to undertake local activities since 2011, including movie nights, garden parties and shared picnics.</p>	<p>Central Market Shopping Bus</p> <p>The Central Market Shopping Bus is a weekly kerb-to-kerb service that runs on Thursday mornings, available to city residents over 65 who live in Adelaide or North Adelaide. Residents do their own shopping at the markets and generally have a coffee together.</p>	<p>Welcoming Young Leadership Development Program</p> <p>For people aged between 18-30 to build leadership skills and valuable skills in marketing and community engagement while leading the creation of new programs that will attract diverse young people to our community centres.</p>

1.11 Workshop Session – Key Questions

What are Council Members' views on the draft strategy themes?

- Lifelong learning
- Safe places
- Sport and active recreation
- Community resilience
- Social inclusion
- Active citizenship

Stakeholder Engagement

Are there additional stakeholders we should include in our targeted engagement?

Is there anything else we should consider?

2.1 Strategic Context

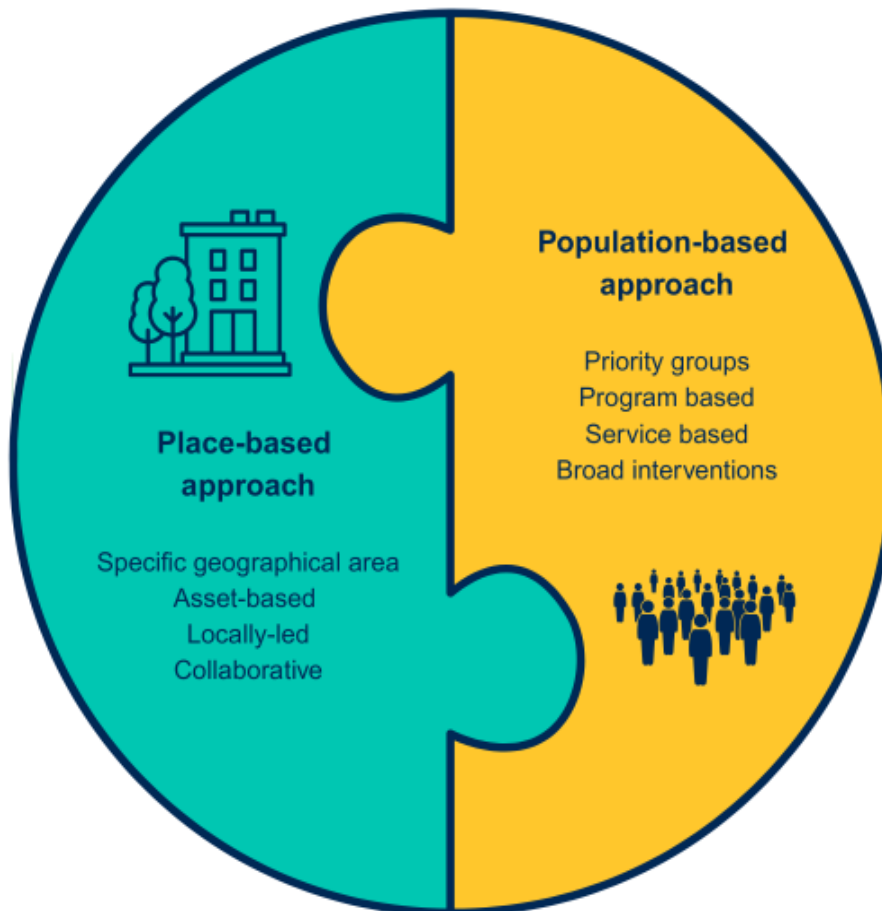
Prereading



Strategic Deliverable 2025/26 (Current)	Proposed Approach (New)	Purpose	Strategic Alignment
Community Development and Wellbeing Plan 2026 - 2030	Community Wellbeing Strategy 2026-2030 (to be developed)	This plan will provide a framework for service delivery underpinned by community development principles to improve the wellbeing and quality of life of all our community members. This document will consolidate the Community Wellbeing Plan and Community Development Strategy and Implementation Plan Strategic Plan targets and Council decision. It will be implemented through Council's Business Plan and Budget process.	Our Community
Active City Plan 2026 - 2030	Sport and Active Recreation outcome within the Community Wellbeing Strategy (to be developed)	This plan will provide a roadmap for the implementation of priorities identified within a 'Sport and Active Recreation' outcome within the overarching Community Wellbeing Plan.	
City of Adelaide Public Health Plan 2026-2030	Public Health Plan 2026-2030 (Legislative requirement to be completed once the State Public Health Plan is complete in late 2025/26)	A legislated requirement under the S52 of the <i>South Australian Public Health Act (2011)</i> , this policy will be developed following the release of the new State Public Health Plan in late 2025. It will replace the City of Adelaide Wellbeing Plan 2020-2025 . This Plan will outline Council's key actions towards enhanced population health and wellbeing outcomes through CoA's strategic objectives and program and service delivery.	Our Places

2.2 Ways of Working with the Community

Prereading



Population-based approach

CoA Example:
Talk with a Local – a free program that brings international students and local community members together.



Place-based approach

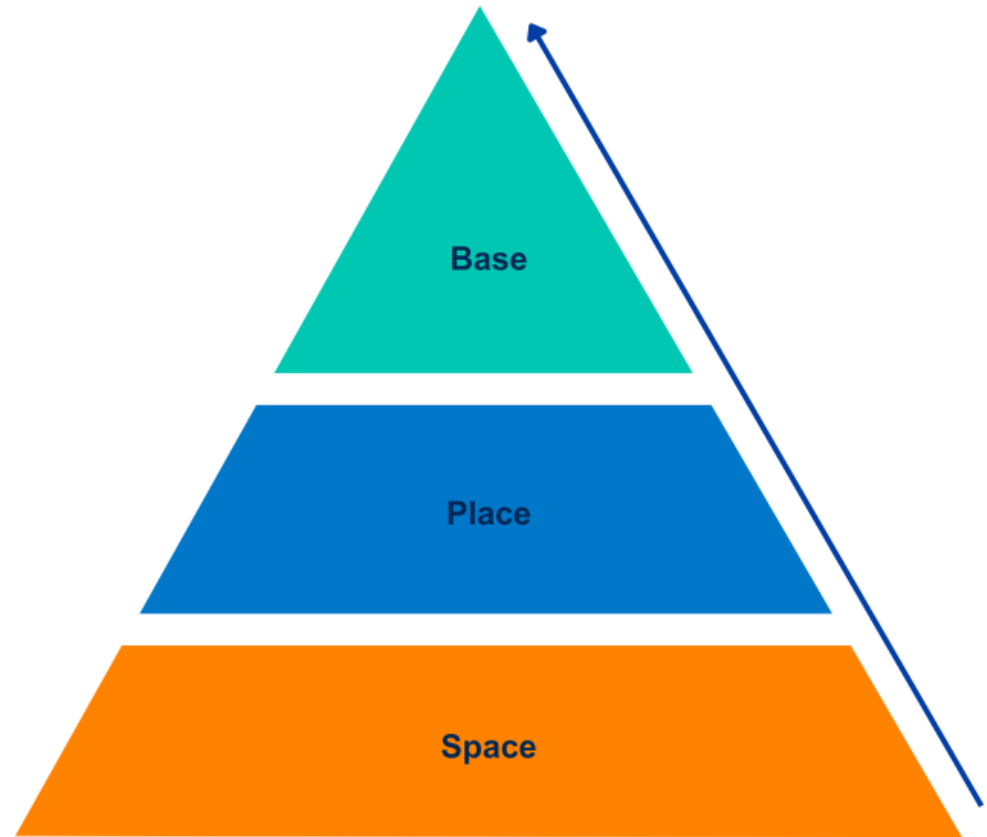
CoA Example:
Minor Works Building Community Centre Connections Program

2.3 Embedding Community Development Practice

Prereading

Community development practice to bring people together:

- To solve problems in the community
- To activate community dreams
- Recognises groups of people and neighbourhood as an agent of change
- Not just individual or institutional change focus
- Support spaces to become a base where people can develop a sense of belonging.



Source: Dr. Peter Westoby Community Development Framework

2.4 Priority Groups

Prereading

Aboriginal and
Torres Strait Islander Peoples

Children
and Families

Culturally and Linguistically
Diverse (CALD) People

International Students

Lesbian, Gay, Bisexual, Transgender,
Intersex, Queer/questioning, Asexual
(LGBTIQA+)

Older People
(50 years and over)

People Experiencing
Socioeconomic Disadvantage

People who are Refugees
or Asylum Seekers

People with
Disability

Women

Young People
(12 to 25 years)

Other (identified through
consultation)

Priority groups have been identified through demographic analysis and sector trends. We will test these through community consultation.

Park Lands Leasing and Licensing Policy

Strategic Alignment - Our Community

Tuesday, 7 October 2025

**City Community Services and
Culture Committee**

Presenter: Jennifer Kalionis,
Associate Director City Culture

Public

PURPOSE OF WORKSHOP

The workshop's purpose is to seek feedback on the Draft Guiding Principles to inform an update to the Adelaide Park Lands Leasing and Licensing Policy (Policy), which was adopted in January 2016.

A Park Lands Leasing and Licensing Policy is a tool for managing community assets in a fair and equitable manner, and ensuring they serve the community effectively.

The City of Adelaide (CoA) currently manages 62 Park Lands Lease and Licence Agreements with commercial organisations, government agencies, educational institutions, and community (not-for-profit) organisations for periods of more than 12 months.

These agreements enable community-led services to deliver broad community benefits, including improved personal health and social connections. Combined with commercial service providers, these services assist the community in experiencing cultural, recreational, and sports activities in the Adelaide Park Lands.

Administration has previously workshopped amendments to the Policy with Kadaltilla / Adelaide Park Lands Authority (Kadaltilla) and Council Members, leading to public consultation on a Draft Policy between May and June 2022.

Following feedback from Council Members in October 2023 and April 2024, amendments to the Policy were deferred, and in the interim, an Adelaide Park Lands Community Buildings (Sport and Recreation) Policy was developed and adopted in December 2024.

The workshop papers include feedback on the Draft Guiding Principles from Kadaltilla received on 28 August 2025.

Feedback from this workshop will inform a new Draft Policy for consideration by Kadaltilla later this year and Council early next year.

KEY QUESTIONS

1. What are Council Members' views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?
2. Are there any other aspects that Administration should consider?

- END OF REPORT -

Our Community

Park Lands Leasing and Licensing Policy

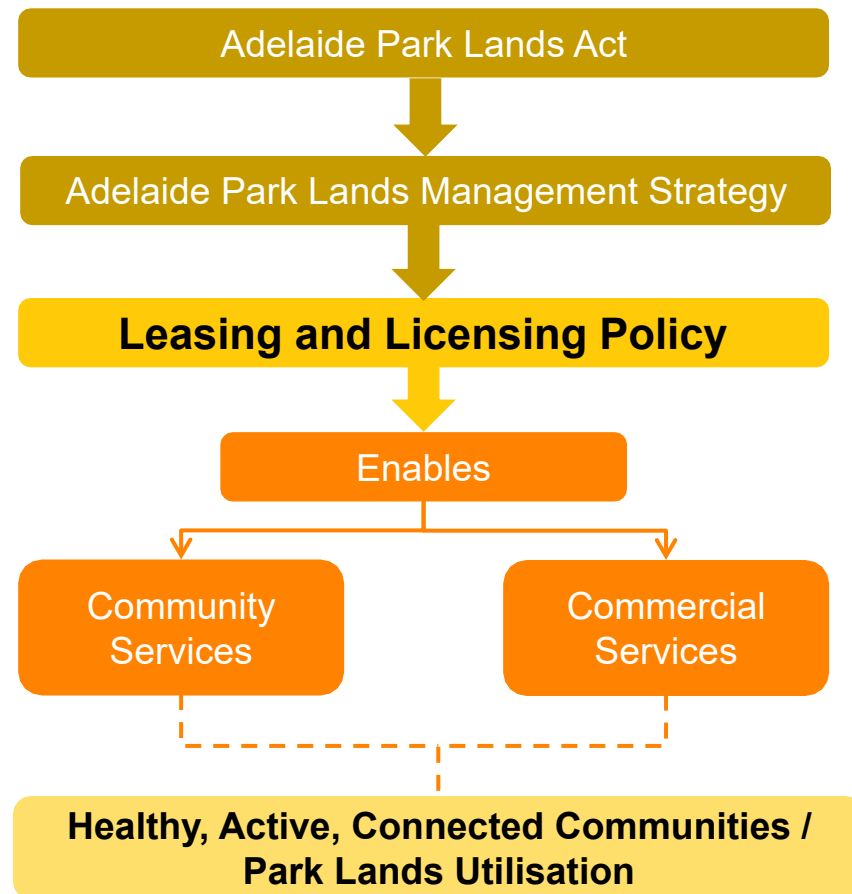
Seeking feedback on Guiding Principles to inform an update to the Adelaide Park Lands Leasing and Licensing Policy

City Culture
Jennifer Kalionis

Park Lands Leasing and Licensing Policy

Strategic Context

- A Leasing and Licensing Policy enables responsible, fair and transparent management of community land for public benefit.
- Currently, over 60 Park Lands community and commercial lease and licence agreements support a wide range of services, improving community health, wellbeing, and social connection.
- Guiding Principles have been drafted to achieve a vision of Park Lands stewardship, which reflects contemporary practice.
- Administration is seeking advice on these Guiding Principles to inform an update to the Adelaide Park Lands Leasing and Licensing Policy.



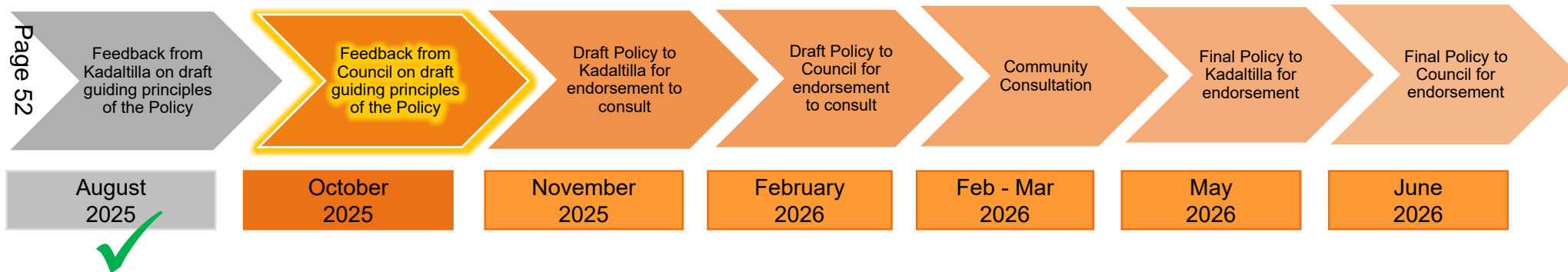
KEY QUESTION

What are Council Members' views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?

KEY QUESTION

Are there any other aspects that Administration should consider?

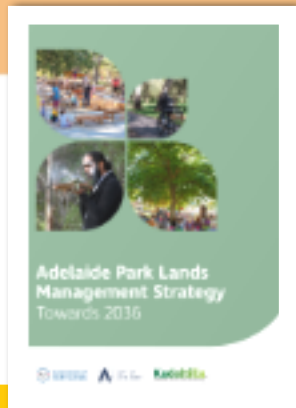
Park Lands Leasing and Licensing Policy Timeline



- The City of Adelaide currently manages 62 Park Lands Lease and Licence Agreements that are longer than 12 months:
 - Community organisations (25 agreements)
 - Educational institutions (17 agreements)
 - Commercial providers (14 agreements)
 - Government agencies (6 agreements)
- Many of these leases are for Park Lands buildings, which are no longer fit for purpose. Redevelopment of these assets is guided by the Adelaide Park Lands Community Buildings (Sport and Recreation) Policy.
- Most agreements are for a five-year term. There are some exceptions:
 - Memorial Drive Tennis Club (50 years), Tennis SA (42 years), SACA (42 years), PAC (21 years), and Adelaide Comets (21 years) have longer lease terms due to capital investment.
- Total income received in 2024/25 was \$976,332.
 - Five commercial lessees contribute over half of this income.
- Another 50 short-term arrangements are managed through annual horse depasturing licences, activity permits and seasonal hire agreements.
- Event Leases and Licences are considered separately.

Park Lands Leasing and Licensing Policy

Policy Context



Adelaide Park Lands Management Strategy / Community Land Management Plan

Informs the:

- Park Lands landscape and where certain activities can occur (e.g. organised sport, car parking), and where built form is appropriate
- nature of Park Lands development and intensification
- appropriateness of leasing and licensing locations

Adopted June 2025



Adelaide Park Lands Community Buildings (Sport and Recreation) Policy

Informs the process for redeveloping a Community Building

Identifies design principles and essential Community Building elements (e.g. public toilets, drinking fountains)

Adopted December 2024



Adelaide Park Lands Leasing and Licensing Policy

Informs who can be granted a lease, licence or permit and:

- what they are permitted to do
- how long they can occupy the area
- how much they will pay in fees

Adopted 2016 – needing update

A 2020 review by the Office for Recreation, Sport and Racing and the Local Government Association (SA) provided a Guide for Leasing and Licensing Sport and Community Facilities with best practice advice provided, including:

- Lease or Licence is an appropriate tool for occupation of community land for a period of greater than one year.
- Expression of Interest (EOI) is the best method for selecting a new lessee.
- Five years is a common lease or licence period.
 - Longer leases should be considered where the lessee is making a significant financial investment.
- Incorporating lease options is good practice, breaking up the term of longer agreements (eg. 5 + 5 years).
- Councils should assess the skills/competencies of lessees and sub-lessees.
 - Training and support can resolve some skill/competency gaps where required.
- Inspections and reviews should occur at least annually & maintenance responsibilities should be clearly defined.
- Benchmarking fees and combining fee models with financial incentives to achieve outcomes eg good governance, optimal use, social inclusion.
- Rental income could contribute to a sinking fund to be reinvested back into community facilities.
- Typical services provided by councils to Community lessees include facility maintenance and management support, club development support, grant assistance and capital funding.

Leases

- The City of Adelaide (CoA) applies a flat rate across all leased buildings, with fixed discounts of 70% (education) and 80% (community).
- Most Councils base lease fees on a percentage of the asset value and apply, on average, an 85% discount to this calculation.
- Some councils link discounts to performance criteria.
- CoA places all building maintenance responsibilities on its lessees. Most councils are either fully responsible for building maintenance or share maintenance responsibilities with lessees.
- Including CoA, most councils use market valuations to determine commercial lease fees.

Licences

- CoA's licence fees are comparable to those of most councils, where licensees are responsible for maintenance.
- CoA's fees are comparatively high where councils undertake maintenance (i.e. CoA has a higher cost recovery).
- CoA's fees are comparatively low where access to a facility is restricted (i.e. fenced).

Previous Community Consultation and Council Member Feedback

The Community was consulted on a draft policy in 2022 and provided the following feedback;

Lease and Licence Fees

- Calculate lease fees on building floor area rather than building footprint.
- Fees should reflect maintenance responsibilities.
- Some agreed with an incentivised discount but were concerned by potentially onerous reporting.
- Consider the financial status of organisations in granting discounts.
- Concern about CoA setting sub-letting fees.

Tenure

- Mixed views on appropriate tenure length.
- Tenure should consider past performance and investment, as well as proposed investment.
- Support for EOI process; however, several lessees thought they should be exempt.
- **Liquor licence** requests should consider the proximity of the leased premises to residents.
- Support for **temporary signage** and parking as opposed to permanent.

Council Members considered Draft Leasing and Licensing Policies in 2023 and 2024, and asked administration to consider;

- Discount levels
- Delegations for leases < 5 years
- Liquor licenses
- Car parking arrangements
- Advertising and sponsorship, including player payments
- Unlocking Park Lands for broader access
- Building footprint impacts
- Commercial use of Park Lands
- Concern over leases/licences of up to 12 months for individuals
- Concerns about lessees fundraising
- Stronger rigour in sub-letting processes
- Clarify fees for education vs community organisations
- Greater transparency in EOI process and feedback to unsuccessful applicants
- Apply new Policy to all lessees (not just at renewal)
- Apply indexation to lease and licence fees
- Explanation of independent market valuations

Park Lands Leasing and Licensing Policy

Draft Guiding Principles



Draft Guiding Principles

Strategic Alignment	Sustainability and Stewardship	Inclusive and Equitable Access	Good Governance
<p>Alignment with:</p> <ul style="list-style-type: none"> • CoA Strategic Plan • Adelaide Park Lands Management Strategy • Community Land Management Plans • Integrated Climate Strategy • Adelaide Park Lands Act • CoA Cultural Policy 	<p>Shared asset responsibilities</p> <p>Sustainable fees to enable Park Lands re-investment</p> <p>Optimised use of facilities</p> <p>Climate adaptation and greening incentives</p>	<p>Welcoming environments</p> <p>Fee structures aligned to:</p> <ul style="list-style-type: none"> • Building asset values • Levels of exclusiveness • Maintenance responsibilities • City centricity • Community benefit 	<p>Transparent lessee selection through EOI</p> <p>Clarity of EOI exemptions</p> <p>Timely decision-making</p> <p>Alignment with legislation</p> <p>Tenure linked to investment</p> <p>Annual reporting</p> <p>Capacity building</p>

At an August 2025 Workshop, Kadaltilla provided feedback on the Draft Guiding Principles:

Design

- Apply universal design principles

Resilience

- Stronger emphasis on biodiversity and climate adaptation
- Encourage responsible waste management

Financial

- Consideration of capital investment by lessee in determining value
- Support for not-for-profit community groups
- Consideration of lessee's capacity to contribute to redevelopment costs
- Ring fence income generated by fees for Park Lands re-investment

Community

- Prioritise public good and community access
- Recognise the volunteer contribution to the Park Lands environment

Sustainability & Stewardship		
	Existing Policy	Proposed Policy
Asset Management	The existing Policy is not directive on asset management responsibilities; current leases put all responsibility on the lessee	Community Lessees <ul style="list-style-type: none">• Shared responsibilities for ‘core structural’ elements, with CoA to renew and lessee to maintain• Remainder of elements to be renewed and maintained by lessee• Provide lessees with clear maintenance responsibilities• CoA to regularly inspect for compliance Commercial Lessees: <ul style="list-style-type: none">• Commercial tenants responsible for full asset renewal and maintenance (structural and non-structural).
Fundraising Activities	Small-scale café and kiosks, club-related events, commercially operated sports clinics	Enable non-sport-related activities to optimise the use of facilities. Agreement on the number of private events.
Environmental Sustainability	Mentioned only in assessment principles	Lessees positively encouraged to deliver environmental initiatives that contribute to the sustainability of the Park Lands (e.g. electricity contract with an all-renewable electricity retailer, organising clean ups and recycling, participation in tree planting, waste management practices that reduce landfill). Fee discounts for active participation in sustainability initiatives

Park Lands Leasing and Licensing Policy

Proposed Policy Updates



Inclusive and Equitable Access

	Existing Policy	Proposed Policy
Lease Fees	Community: Flat rate: \$55 per sqm, with discounts: 70% (education), 80% (community organisations)	Fees based on replacement value of the asset (e.g. 2.5%), less capital contribution by the lessee Apply Tiered Discount Model up to: - 90% (community/education (government)) - 80% (city-based education (non-government)) - 70% (non-city-based education (non-government)) Consider discount for active participation in community benefit initiatives/activations
	Commercial: Market review every 5 years	Negotiated terms, with base rental informed by Market Valuation
Licence Fees - Community	Reviewed annually under CoA Fees and Charges Double fee for restricted access facilities	Increase fees where access is restricted (e.g. locked courts) Reduce fees where facilities are accessible and lessee-maintained
Sub-letting (Community Only)	Permitted; fees capped at 50% of operational costs	Fee range set by CoA (benchmarked against industry) Must support broader community access
Capacity Building and Recognition	No specific reference	Support lessees to address barriers to inclusion and connect with the broader community Recognise the contribution of volunteers

Park Lands Leasing and Licensing Policy

Proposed Policy Updates



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Good Governance		
	Existing Policy	Proposed Policy
Tenure	5 years to 42 years	Default term of 5 years; <ul style="list-style-type: none"> - up to 21 years (supported by lessee capital investment); - 42 years limited to government use
Lessee Selection	EOI required for terms greater than 1 year; vague exemption for “extenuating circumstances”	Give priority weighting to: <ul style="list-style-type: none"> • community (not-for-profit) organisations • diversity • optimal utilisation Engage a Commercial Property Agent for Commercial EOIs For <u>occupied</u> sites, an EOI may not be required when: <ul style="list-style-type: none"> • The lease/licence is for a period of two years or less • The lease/licence is with a State or Federal Minister • The lessee/licensee and their proposed services align with relevant plans and policies and will deliver a clear public benefit • There is likely to be no realistic alternative lessee or licensee
Governance	No specific reference	Submit annual report to CoA, including subletting and financials

KEY QUESTION

What are Council Members' views on the Guiding Principles proposed for the Adelaide Park Lands Leasing and Licensing Policy?

KEY QUESTION

Are there any other aspects that Administration should consider?

Park Lands Leasing and Licensing Policy

Next Steps



- Multiple leases are expiring in 2026
- Community Building Projects will trigger new lease negotiations

Policy Timing

- November 2025 – Draft Policy to Kadaltilla
- February 2026 – Draft Policy to Council Committee
- February / March 2026 – Public Consultation
- May 2026 – Consultation findings to Kadaltilla
- June 2026 – Final Policy to Council for Adoption